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San Francisco Adult Probation Department

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ANNUAL REPORT

1971 - 72

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CITY AND COUNTY OF SAN FRANCISCO

ADULT PROBATION DEPARTMENT

HALL OF JUSTICE

880 BRYANT STREET, ROOM 200

SAN FRANCISCO CA 94103

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SUPERIOR COURT

BYRON ARNOLD, PRESIDING JUDGE

CRIMINAL DIVISION

RAYMOND J. ARATA	DEPT. 4	ROBERT J. DREWES	DEPT. 24
WALTER F. CALCAGNO	DEPT. 22	JOHN ERTOLA	MASTER CAL.
MORTON R. COLVIN	DEPT. 21	CLAYTON W. HORN	DEPT. 20
DONALD B. CONSTINE	DEPT. 7	FRANK W. SHAW	DEPT. 26

MUNICIPAL COURT

JOSEPH G. KENNEDY, PRESIDING JUDGE

CRIMINAL DIVISION

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GERALD J. O'GARA	DEPT. 10	ALBERT WOLLENGERG JR.	DEPT. 15
JOHN A. O'KANE	DEPT. 11	THOMAS DANDURAND	DEPT. 16
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ADULT PROBATION ADVISORY BOARD

ARTHUR PETRI, PRESIDENT

CHARLES BLOCK	MONSIGNOR MATTHEW CONNOLLY
VINCENT CALLAN	(MRS.) AGNES NIGHTINGALE

TO THE HONORABLE JUDGES OF THE
SUPERIOR AND MUNICIPAL COURTS

"Correctional improvement efforts are mired in neglect"...
"Overloaded, antiquated, and underfunded departments have created problems of near desperation for the administrators and personnel who man them".

How apt a description of the Adult Probation Department of the City and County of San Francisco! The above statements were taken from a recently published pamphlet of the Chamber of Commerce of the United States, who may very well have done their research for the article in our City.

Caseloads continue to remain out of all proportions, with the majority of those placed on probation going unsupervised. Being aware of the needs of this department and doubtlessly mindful of an agreement reached in 1969 with staff members that every effort would be made to reduce caseloads to 125 per each Probation Officer, the Mayor for the past two years has recommended six additional positions to the professional staff. Since this represented 55% of the total number of new positions that he granted for the entire City and County, it was hoped that those who would ultimately pass upon the budget would be duly impressed, but unfortunately such has not been the case with the result that each year the Mayor's recommendation as regards additional personnel has been deleted from our budget.

Fortunately, during the same period we were able to persuade the Mayor to allocate 10 positions funded by a grant from the Federal Government. These positions were granted for a two year period, with no indication that they will be renewed in July, 1973. As a temporary measure they were extremely helpful in that it was possible to reduce Municipal Court caseloads from 460 per Probation Officer to 262, still well above the promised 125.

On a more optimistic note during the past fiscal years, arrangements were made with the Department of Public Health whereby this department is now able to refer a maximum of twenty probationers each month for psychiatric examination. Additionally, within a short period of time we will begin operating our own Methadone Treatment program with the assistance of the same department. We are also participating in a program entitled Treatment Alternatives to Street Crime, a program funded by the Federal Government under the aegis of the Department of Public Health.

With the help of the Bar Association and the cooperation of the Judges of the Municipal Court, a program to reduce the number of referrals to this department from the latter Courts was put into effect in

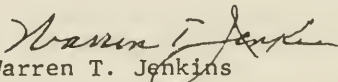
August, 1972. It is anticipated that by making greater use of grants of probation to the Court rather than to the department, and by having vehicle code violators pay their fines directly to clerks of the Court rather than through grants of probation, that a 30% reduction in referrals will ultimately be achieved.

The Volunteer Program, funded for the past year by the San Francisco Foundation has been of unestimable service to the Department. As was indicated in the last year's Annual Report, the Volunteers have been used in a Base Expectancy Scoring Classification system. As of September of this year we will begin a series of training sessions in order that a one-to-one probationer aide program can be put into effect. Other programs planned in the near future for this group includes employment assistance, agency liaison work and an informational and referral system.

Through the Mayor's Council on Criminal Justice, funds were obtained for use of the services of a group of consultants, experts in the field of probation. At the present time a study is being made of the department out of which will come a comprehensive plan together with an evaluation of services rather than a statistical study.

Preliminary discussions have also been held with the local Junior Chamber of Commerce relative to their providing the department with expertise in the area of clerical and accounting work. As of this moment, they have evinced both the interest and desire to perform such a function at no cost to the department.

The most exciting project currently being developed, however, is the establishing of a community office in the Bayview-Hunter's Point area. With the complete cooperation of the Bayview-Hunter's Point Foundation a Deputy Probation Officer will be assigned to an office at 1503 Galvez Street, the latter address being the location of the Bayview-Hunter's Point Foundation. The Foundation will provide office space as well as a minimum of two community workers to assist the Probation Officer in finding employment, housing, drug treatment programs, etc. as well as helping the Officer in maintaining constructive channels of communication with persons on probation in that area. It is anticipated that the program will start in October, and hopefully will be the forerunner of similar placements in other areas.


Warren T. Jenkins
Chief Adult Probation Officer

A COMPARISON OF TOTAL CASELOADS
AND AVERAGE CASELOADS PER PROBATION OFFICER

1962 - 1972

	<u>Total Caseloads</u>	<u>Average Caseload Per Probation Offi</u>
1962	6100	254
1963	5821	233
1964	6409	256
1965	6418	252
1966	7349	283
1967	7678	245
1968	8855	260
1969	9953	207
1970	12271	245
1971	15298	274
1972	17375	270

* * * * *

RECOMMENDED CASELOADS

The California Youth Authority, an agency recommended by State law to set standards for both Adult and Juvenile Probation Departments sets 60 active cases as being the absolute maximum that can be successfully handled by a Probation Officer.

The National Council on Crime and Delinquency sets 50 cases as the maximum number that can be successfully supervised.

The President's Commission on Law Enforcement and the Administration of Justice recommends that cases for supervision by a Probation Officer be limited to 35.

SUPERIOR COURT DIVISION

The Superior Court Division of the Adult Probation Department has traditionally been responsible for the preparation of presentence reports for the Criminal Division of the Superior Court, and for supervision of those probationers granted probation by the Superior Courts. For many years there were three and then four Superior Courts assigned to the Criminal Division. Since October, 1969 criminal cases have been assigned to other than Courts at the Hall of Justice. During the year 1970-1971 there were four Courts at the City Hall specifically designated as belonging to the Criminal Division of the Superior Court, which means that at least four Courts and often more are set aside for the trying of criminal cases. Thus it is that this division of the Adult Probation Department receives referrals for presentence reports from the Master Calendar and at least seven trial Courts.

At the beginning of this last fiscal year this Division consisted of a Supervising Probation Officer and 21 Senior Probation Officers, plus the required complement of clerical workers. As a result of a study by the Civil Service Commission, this division was restructured, two of the Senior Probation Officer positions were reclassified to Supervising Probation Officer positions. One of the new Supervising Probation Officers was assigned to the Municipal Court Division and the other to this division, which since February, 1972 has consisted of two Supervising Probation Officers and 19 Senior Probation Officers.

The loss of the two Probation Officers has posed a problem to the Division by increasing the assigned work for the remaining staff. An attempt to compensate for this loss has been made within the Department by assigning Superior Court presentence reports, under certain limited circumstances, to Probation Officers of the Municipal Court Division. So far such assignments have been made only if the defendant were actually on probation to the Municipal Court Division, when the referral for the presentence report was received. This has not compensated for the staff loss in the Superior Court up to this time, and indicates that further steps will have to be taken to provide additional Probation Officer service for the Superior Court referrals.

Two years ago it seemed within reason to plan ahead to the time that the Superior Court Division would have a division of functions, and that investigative units and supervision units could be established. Unfortunately, the investigative load has been so heavy for the last twenty-one months, while an effort has been made by the Master Calendar Judge to clear the cases pending for trial, that instead of plans for such action we have only vague hopes that the future will make such division possible.

SUPERIOR COURT DIVISION (CONTINUED)

Although heavily burdened by presentence reports, it is also the legal obligation of the Probation Officers to supervise those probationers under their jurisdiction. This necessitates heavy correspondence and many collateral reports to the Court. Recent legislation has made it legal for the District Attorney to file motions to revoke probation. This action is frequently taken by the District Attorney to assist the District Attorney in improving their position in "negotiating pleas". When such motions are filed the Court, and rightfully so, requests a Supplemental Report from the Probation Officer. The investigations that go into these reports supplemental to the District Attorney's motions to revoke probation are many times detailed and occupy considerable time of the Probation Officer. No matter what the report of the Probation Officers shows, and particularly if the report and recommendation of the Probation Officer shows that probation should be revoked and the defendant be sentenced, the bargaining position of the District Attorney is strengthened, and should the defendant then enter a plea of guilty to a new charge, the District Attorney more frequently than not withdraws the motion to revoke probation, and again more frequently than not, recommends that probation be granted on the new charge.

This above action, while legal, does constitute not only a misuse of probation itself, but also a misuse of the time of the Probation Officer. Probation itself, as held by the Appellate Court, is a grant of lenience, and to a Probation Officer probation should be granted to someone who is going to benefit from probation and although minor infractions can be considered as part of the development program of the probationer, probation should not be considered a "trap" or a weapon to wield to force pleas on new charges. Nor does the Probation Officer think that his time and skills should be used as a means of "clearing the calendar".

Should the work load of this Division continue at its present intensity it is obvious that the present staff cannot present proper, adequate presentence reports to the Courts, meet the other demands of the Courts and provide even a minimum of supervision for the thousands of probationers referred for supervision by the Probation Officers, and certainly cannot meet these obligations where priorities on the Probation Officers time are established by another agency.

SUPERIOR COURT STATISTICS

Total Probation Grants: 2325 (includes 405 Summary Grants)

	<u>Male</u>	<u>Female</u>
Narcotics - Drugs	802	81
a. Poss. narcotics 237		
b. Sale narcotics 206		
c. Poss. marijuana 205		
d. Poss. drugs 77		
e. Sale drugs 68		
f. All other 90		
	<u>883</u>	
Burglaries	240	18
Assaults	237	13
Robberies	110	2
Grand Theft	99	4
Rec. Stolen Property	83	-
Att. Criminal Acts	64	6
Car Thefts	61	3
Gun Violations	59	-
Checks	40	10
Manslaughter	14	2
All Others (includes 184 Courtesy	<u>346</u>	<u>31</u>
Supervision)	2155	170

* * * * *

Total pre-sentence reports prepared for Court (1971 - 72) 2514

* * * * *

Total pre-sentence reports prepared for Court (1970 - 71) 2302

* * * * *

	<u>1969-1970</u>	<u>1970-1971</u>	<u>1971-1972</u>
Commitments Issued			
Calif. State Prison	255	278	292
Calif. Youth Authority	<u>58</u>	<u>52</u>	<u>42</u>
	<u>313</u>	<u>330</u>	<u>334</u>

* * * * *

SUPERIOR COURT STATISTICS - CONTINUED

On probation at close of fiscal year 1971	4350	
Granted probation during fiscal year 1972	2325	
Restored to probation in fiscal year 1972	<u>52</u>	6727
Probation revoked during fiscal year 1972	430	
Expired without change of plea	681	
Expired & dismissed per Section 1203.4 PC	262	
Terminated early per Section 1203.3 PC	106	
Terminated early & dismissed per Sec. 1203.03/4 PC	126	<u>1605</u>
Total caseload under supervision at close of fiscal year 1972		5122

SUPERIOR COURT SUPPLEMENTAL REPORT

Referrals for Pre-Sentence Reports	2,642
Summary Grants of Probation	415
Motions to Revoke Probation and Bench Warrant	95
Motions to Revoke Probation and Sentence	37
Motions to Dismiss, 1203.4	119
Motions to Seal, 1203.45	16
Motions to Modify Probation	89
Motions Supplemental to Probation Officer's Report	49
Motions Supplemental to District Attorney's Motion to Revoke	318

MUNICIPAL COURT DIVISION

There have been several important changes during the fiscal year 1971-72.

Due to the Federal Emergency Employment Act of 1971, the Municipal Court Division in November 1971 was able to add ten people to the staff. These ten persons were made up of one Deputy Probation Officer, and nine Trainee Probation Officers. The Trainees will be upgraded to Deputy Probation Officers after one year's experience. The bulk of the Trainees will have this experience in November 1972. The funding for these ten people will be paid by the Federal program until September, 1973. The local government's contribution is 10%, which is an in-kind contribution (i.e., supervision, administrative cost, equipment, rent, etc.).

In addition to the above increase in staff, there has been a transfer of six Deputy Probation Officers from the Family Division to the Municipal Court Division, for a total of 36 people. A request to reclassify a Senior Probation Officer to a Supervisor position was made and passed by the Board of Supervisors in March, 1972. This allowed the Municipal Division to be divided into two Municipal Court units, with 18 people in each unit.

The Trainees and other Municipal staff have had the opportunity to get training in Court procedure, the probation process in California, the use of the Firo-B test, an overview of I-Level training, and a 10-week course in counseling by a Mr. Gilbert from the University of California Extension Division. Approximately eight weeks after the Trainees began working in the department, they were given a selective caseload of Vehicle Code cases. These caseloads were later augmented by other misdemeanor violations, and, in July 1972, all Municipal cases were assigned equally without any differentiation between staff.

The total caseload as of June 30, 1972 was 8,920, for an average caseload of 262. This average is broken down into 34 caseloads, inasmuch as two officers are Court officers.

Although the caseload average has decreased from 460 to 262, it is still excessive and well above the goal of 125 that was agreed upon by the City administrators. It is hoped that, with new Court procedures and lowered intake, a further reduction in caseloads will be possible.

MUNICIPAL COURT STATISTICS

	<u>Male</u>	<u>Female</u>	
Vehicle Violations	1110	301	
Narcotics/Drugs	1227	135	
Thefts	1055	177	
Drunk Driving	843	37	
Assaults	466	28	
Disturbing the Peace	305	23	
Car Theft	261	5	
Resisting Arrest	222	10	
Unemployment Insurance	147	30	
Forgery/Checks	146	35	
Prostitution	135	398	
Credit Cards	127	9	
Others	<u>1128</u>	<u>64</u>	
Total	7172	1252	8424

On probation at close of fiscal year 1971 8277

Granted probation during fiscal year 1972	8424
Restored to probation during 1972	<u>360</u>
	8784

17,061

Probation revoked during fiscal year 1972	2675
Expired without change of plea	4329
Expired and dismissed per Sec. 1203.4 PC	389
Terminated early per Sec. 1203.3 PC	421
Terminated early & dismiss. per Sec. 1203.3/4 PC	<u>327</u>
	8141

Total caseload under supervision at close of fiscal year 1972 8,920

FAMILY SUPPORT DIVISION

During the fiscal year ending June 30, 1971, child support payments totaled \$1,142,702. Of this amount, \$334,408 was collected for children receiving aid to dependent children funds through the Department of Social Services; an increase of \$15,368 over this category for the previous year. Payments for children not on welfare, a substantial number of whom reside out of the State, dropped \$36,295, from \$845,588 to \$808,293.

Although the amount of money collected for child support is approximately the same as for the previous fiscal year, a marked reduction in the cost of collection was effected. The reduction on an annual basis of over \$47,000 results from reducing the division staff from 16 to 12 people and by using Probation Assistants in three jobs previously held by Probation Officers.

Although the anticipated results of instituting a computerized system for handling child support payments has not been realized, some progress has been made in that direction.

Due to our inability to secure a permanent staff because the list for Probation Officer has long since been exhausted, the division is experiencing a continuous turnover. During the year, seven new staff members were received, replacing workers who quit or were transferred to other divisions within the department. As a result of this turnover of almost 100%, caseloads were left uncovered up to two months. Training of new people entailed a marked loss of productivity in the enforcement of child support orders.

FAMILY SUPPORT UNIT STATISTICS

New Cases Received During Fiscal Year

270 PC	75
4702 CC	159
580.d W&I	156
URES A	<u>180</u>
Total	<u>570</u>

* * * * *

Under supervision at close of fiscal year 1971:	2,512
Placed under supervision during fiscal year:	570
Removed from supervision during fiscal year:	399
Total caseload under supervision at close of fiscal year 1972:	2,683

SPECIAL SUPERVISION UNIT

In 1968 the Special Supervision Unit was established under State Probation Subsidy legislation to demonstrate the effectiveness of probation under conditions where line officers' caseloads are not excessive, professional in-service training and consultation are available, and there is adequate clerical support.

Under the subsidy program, earnings of the counties are based on the degree of reduced commitments of offenders to state institutions, i.e., state prison and the Youth Authority. San Francisco's earnings under the program were substantial at the outset. These earnings have subsequently declined as a result of a decrease in the City's population figure as determined by the State Department of Finance, an increase of serious crimes in San Francisco, and an increase of convictions resulting from the dispositions of a sizeable backlog of pending cases in the criminal courts. Recent state legislation has changed the earnings formula under the subsidy program to provide more money for maintaining programs of participating counties.

Special Supervision Unit caseloads are comprised of individuals referred by officers of the conventional units of the Adult Probation Department and by the courts. At the end of fiscal year 1972 a total of 193 probationers were being supervised by this unit. Probationers are interviewed in depth, and plans are designed to meet the individual needs of each probationer. The Special Supervision Unit is able to offer clients a greater variety and depth of services than is possible for officers to provide in the conventional units.

Past annual reports have included a somewhat detailed statistical breakdown of Special Supervision Unit clients. A more or less "typical" probationer in the Unit's caseload can be described as under 25 years of age, male, and probably a member of an ethnic minority group. He has less than a high school education, lacks work skills, and is either unemployed or works irregularly. He probably has no military service record, and is single. He has a prior criminal arrest record, is on probation for having committed a more serious offense, and needs closer supervision and counseling.

Techniques of counseling probationers vary from individual contact to group meetings. Innovation and creativity, encouraged under the subsidy program, have led to some new experiences for clients and officers. One such example was an after-work-hours sailing

SPECIAL SUPERVISION UNIT (CONTINUED)

trip arranged by an officer for a group of her probationers. Re-education, growth experiences, and motivation can and are being provided in a variety of ways.

On February 1, 1972 the Special Supervision Unit moved into a community office at 635 Potrero Avenue, thereby making critically needed space available to officers of the conventional units in the Hall of Justice and providing adequate facilities for the Special Supervision Unit. Response from staff and, more importantly, from probationers, has been very positive to this move.

As with any project, evaluation of the effectiveness of the subsidy program is essential. A recent report, compiled by a task force for the Attorney General looking at the Probation Subsidy Program on a statewide basis, suggests more research is necessary for such an evaluation. To that end the California Youth Authority and the Bureau of Criminal Statistics have created an organization of six counties participating in the subsidy program to conduct cohort studies which are designed to evaluate subsidy programs and program components. San Francisco County has been chosen as one of the participants in that project.

From the four years the Special Supervision Unit has been in existence, the following observations can be made. A whole variety of probation services - ranging from closer surveillance to significant individual growth experiences-heretofore unavailable to probationers, have been made possibly by the reduction of caseload size, in-service training programs for Special Supervision Unit officers, and professional consultation under the Probation Subsidy Program. The courts have come to expect and rely on this standard of service. The officers of the Unit have experienced great professional growth, which is reflected in their dedication to their work and clients. Finally, San Francisco is enjoying the kind of probation supervision of offenders retained in the community to which the taxpayers are entitled.

SAN FRANCISCO WORK FURLOUGH PROGRAM

The program completed its' fourth year of operation. Highlight of the year was the acceptance of female County Jail inmates into the program.

Statistically for the past fiscal year, the program achieved the following results:

Applications Processed:	Superior Court:	359
	Municipal Court:	<u>206</u>
	Total:	<u>565</u>

<u>Enrollments Total:</u>	<u>City & County Inmates:</u>	222
	Female Inmates:	3
	<u>State Inmates:</u>	<u>143</u>
	Total:	<u>368</u>

Median Daily Enrollment: 55 inmates

Median Length of Time On Program: 50 days (1-275 days)

Median Age: 33 years (18-63 years)

<u>Marital Status:</u>	<u>Single:</u>	122	(33%)
	<u>Married:</u>	149	(40%)
	<u>Divorced:</u>	75	(20%)
	<u>Separated:</u>	25	(7%)

Median Number of Minor Dependents Per Inmate: 1.2 children
(0-8 children)

Net Earnings Collected:* \$182,425.31

*During 1971 the Work Furlough Law was amended to change from mandatory to permissive, the collection by the Work Furlough administrator of the pay of a Work Furlough prisoner. Therefore, selected furlougees were not required to submit their earnings and allowed to manage their own finances.

City & County Administrative Cost Collections:
(\$3 per calendar day charge per inmate) \$56,004.00

SAN FRANCISCO WORK FURLOUGH PROGRAM (CONTINUED)

<u>Total Disbursed For Family Support:</u>	\$19,368.79	
<u>Sum Distributed For Personal Expenses:</u>	\$60,003.69	
<u>Sum Distributed For Savings:</u>	\$34,049.37	
<u>Total Paid Directly To Department of Social Services:</u>		\$1,495.00
<u>Total Paid For Fines:</u>	\$923.25	

VOLUNTEER PROGRAM UNIT

The Volunteer Program at Adult Probation began on a full time basis on January 10, 1972. It was set up under the auspices of the San Francisco Volunteer Bureau with 1972 calendar year funding from the San Francisco Foundation.

The first program fully in operation is the Base Expectancy Scoring Classification system. Volunteers were recruited, screened and trained to classify all adults on probation in San Francisco. Through the use of background information and criminal records, volunteers are able to "score" probationers as to their "probation risk." Those probationers falling into the "A" category, considered good probation risks, can then be removed from the Probation Officers' caseloads and "banked" with the volunteer program, which sends out a letter informing the probationer that he or she need not report during the remainder of the probation period. In effect, it is a minimum supervision caseload. The Probation Officers can then concentrate on those cases which need more intensive supervision.

Presently some 30 volunteers contribute an average of four to eight hours a week to the Department. More than 1,000 volunteer hours were donated by the end of July, 1972. Presently, more than 600 cases are "banked" with the volunteer program. This is a continuing effort.

Furthermore, the volunteers are initiating a new one-to-one probationer aide program. The program envisions one volunteer working with one adult on probation, stressing the aspects of friendship, counseling and personal commitment and contribution. Recruitment and screening are already taking place, with training to begin on September 14, 1972. The program should be a valuable addition to provide more needed services to the Department and its clients.

Other programs planned in the near future include employment assistance, agency liaison volunteers and work on an information and referral system for the Department.

It looks likely that the California Council on Criminal Justice (CCCJ) will be funding the volunteer program for fiscal year July 1973 - June 1974. With two full-time staff personnel and many active citizen volunteers, prospects for the volunteer program are encouraging.

FINANCIAL STATEMENT

FUNDS COLLECTED:

FAMILY SUPPORT	\$ 808,293.93
RESTITUTION	114,544.53
FINES	346,664.32
PROBATION COSTS	37,486.70
SERVICE CHARGE ON SUPPORT PAYMENTS	7,202.35
PENALTIES ON FINES	<u>101,238.11</u>
 TOTAL DEPARTMENT COLLECTIONS	 \$1,786,811.60

PAID TO DEPARTMENT OF SOCIAL SERVICES	\$1,533.32
<u>(RESTITUTION FOR OVERPAYMENT PUBLIC ASSISTANCE)</u>	

PAID INTO GENERAL FUND, CITY & COUNTY OF
SAN FRANCISCO

FINES	\$ 346,664.76
PROBATION COSTS	37,486.70
SERVICE CHARGE, SUPPORT PAYMENTS	<u>7,202.35</u>
 TOTAL	 \$ 391,353.81

PAID TO STATE OF CALIFORNIA	
<u>(STATE IMPOSED PENALTIES ON FINES)</u>	\$ 101,238.11

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San Francisco Adult Probation Department



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1972 - 1973

CITY AND COUNTY OF SAN FRANCISCO

ADULT PROBATION DEPARTMENT

HALL OF JUSTICE

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SUPERIOR COURT

Joseph Karesh, Presiding Judge

CRIMINAL DIVISION

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Morton R. Colvin	Dept. 21	Clayton W. Horn	Dept. 20
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MUNICIPAL COURT

Harry W. Low, Presiding Judge

CRIMINAL AND TRAFFIC DIVISION

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Arthur Petri, President

Charles Block
Vincent Callan

Monsignor Matthew Connolly
(Mrs.) Agnes Nightingale

TO THE HONORABLE JUDGES OF THE
SUPERIOR AND MUNICIPAL COURT:

Herewith is submitted the Annual Report of the Adult Probation Department for the fiscal year 1972-1973.

Thanks solely to the initial ideas and continuing efforts of the Honorable Albert C. Wollenberg Jr., together with the subsequent cooperation of the Administrative Committee of the Municipal Court Judges, the total caseload in the Municipal Court Unit was reduced from 8920 to 5182.

This resulted in an over-all departmental caseload at the end of the fiscal year of 13,669 as compared to the previous year's total of 17,375.

During the latter part of the fiscal year, the department entered into a Diversion Program involving drug and narcotic users. Following considerable preliminary planning a unit consisting of three deputy probation officers and one senior probation officer was assigned to the program. With the cooperation of the San Francisco Library Commission, who offered the unit the use of a meeting room in one of their branch offices, the educational portion of the program has proven quite successful. So successful in fact has been the program, that other departments both within and outside the state have requested information as to its concept. Based on what has been achieved, confined as it is to drug and minor narcotic offenders, it is felt that enlarging the program to include some of the less serious misdemeanants should be studied.

The Volunteer Program increased its area of involvement to the extent that volunteers are now supervising carefully selected probationers on a one to one level. Two groups have been trained thus far, with a third group being set for training during the months of September and October. It should be noted that the cost of this program is being borne by a CCCJ grant.

Assignment of a probation officer to the Bayview Hunter's Point area became an accomplished fact during 1973 and it quickly became apparent that if nothing else was affected, it gave the people of that neighborhood the realization that more than 'lip service' was being paid to them.

However, it is to fiscal year 1973-1974 that the department is looking. Twenty additions to the staff were recommended by the Mayor's Office and ultimately granted by the Board of Supervisors! On the basis of the added staffing, an additional probation officer will be assigned to the Bayview-Hunter's Point Community. Arrangements have been made to assign an officer to the Mission District through the kindness of the State Human Resources Department and two probation officers will also be assigned offices in the YMCA building at Golden Gate and Leavenworth with the cooperation of the Northeast Community Mental Health Services. It is noteworthy that all of these placements were made without added rental costs to the City and County. Requests have been made of other community groups to grant the department "desk space" in their areas of concern, but thus far only those groups mentioned above have agreed to this type of mutual cooperation.

By virtue of the additional staffing an investigative unit is to be established at the Superior Court level whereby staff assigned to such a unit will handle virtually all of the requests for pre-sentence reports, while a supervision unit is to be established at the same level to specialize in supervising those placed on probation.

While the past fiscal year has seen modest improvements and progress on the part of the department, it is anticipated that far greater strides will be made in attempting to meet the objectives of the department during the forthcoming year, based on the increase in personnel and the decrease in caseloads in the Municipal Court Unit.

Again, we appreciate the help of innumerable public and private agencies. We specifically wish to acknowledge the cooperation of those agencies mentioned in this portion of our report, and particularly the assistance of His Honor, the Mayor, the Board of Supervisors as well as the understanding of the Judges of the Superior and Municipal Courts.

Respectfully submitted,

A handwritten signature in dark ink, appearing to read "Warren T. Jenkins", written in a cursive style.

Warren T. Jenkins
Chief Adult Probation Officer

ADULT PROBATION DEPARTMENT

STATEMENT OF RECEIPTS & EXPENDITURES
Fiscal Year 1972-73

APPROPRIATED \$1,212,903.00

EXPENDITURES:

Salaries - Permanent	\$1,104,242.74	
- Temporary	5,597.40	
- Overtime	1,996.72	
Contractual Services	37,489.51	
Materials & Supplies	10,570.57	
Equipment	6,826.47	
Fixed Charges	<u>12,600.00</u>	<u>1,179,323.41</u>
UNEXPENDED BALANCE TO GENERAL FUND		<u><u>33,579.59</u></u>

FUNDS COLLECTED:

Family Support	1,156,881.88
Service Charge	9,412.66
Restitution	170,189.31
Fines	520,534.93
Probation Costs	114,722.67
Work Furlough Collections	<u>95,574.29</u>
TOTAL FUNDS COLLECTED	<u><u>\$2,067,315.74</u></u>

A COMPARISON OF TOTAL CASELOADS
AND AVERAGE CASELOADS PER PROBATION OFFICER

1962 - 1973

	<u>Total Caseloads</u>	<u>Average Caseload Per Probation Officer</u>
1962	6100	254
1963	5821	233
1964	6409	256
1965	6418	252
1966	7349	283
1967	7678	245
1968	8855	260
1969	9953	207
1970	12271	245
1971	15298	274
1972	17375	270
1973	¹³⁶⁸⁶ ~~11131~~	²¹⁷ ~~174~~

* * * * *

THE SUPERIOR COURT DIVISION

Each year we optimistically plan that the next year we will be able to segregate our responsibilities and establish units for investigation as apart from supervision units. However, again this year of 1972-73 we found this impossible to accomplish. So, our problems continued and multiplied--poor investigations because of too many cases to supervise, poor supervision because of the excessive number of presentence investigations.

The Superior Court Division attempts to serve the Master Calendar and seven trial courts; three at the Hall of Justice and four at the City Hall. Somehow the probation officers in this Division survived the "big push" of the Master Calendar Judges to clear the large back-log of pending cases waiting trial and now, short of a local major crime wave, the load appears to be one that can be handled. The first half of last fiscal year the presentence reports presented to the Courts averaged 28 more a month than they did in the second half of the year.

During the past year a total of 2806 reports were submitted to the Superior Courts at the requests of the Courts. In addition to those requested reports the probation officers initiated 448 motions to revoke, modify, terminate and/or expunge.

While preparing the above reports the same probation officers attempted to supervise a total of approximately 5,000 probationers. Obviously the supervision was cursory and just as obviously the presentence investigations and reports were adversely affected by the heavy responsibilities of even trying to provide supervision.

However, with all the above, we ended last fiscal year on a hopeful note. Our budget for next year includes six Senior Probation Officers. This means that some of our plans can be worked out, and it means that it is possible for the staff of this Division to look to the new year without the shattering over-load that the Division has been carrying for the past four years.

SUPERIOR COURT STATISTICS

Narcotics	726
Burglary	205
Assault	199
Robbery	98
Grand Theft	82
Receiving Stolen Property	61
Attempted Criminal Acts	48
Car Thefts	49
Gun Violations	45
Checks	32
Manslaughter	9
Others	<u>57</u>
	1611

Referrals for Presentence Reports	2486
Summary Grants of Probation	245
Motions to Revoke and Bench Warrant	90
Motions to Revoke and Sentence	41
Motions to Dismiss, 1203.4 PC	200
Motions to Seal, 1203.45 PC	0
Motions to Modify Probation	93
Motions Supplemental to Probation Officer's Report	47
Motions Supplemental to District Attorney's Motion to Revoke	318

MUNICIPAL COURT DIVISION

During the fiscal year 1972-73, the affect of an increase in staff made available through the Federal Emergency Employment Act began to show decided results. This increase consisted of nine Trainee Probation Officers who were, during the year, upgraded to Probation Officers. Because of this, they are no longer limited to supervision of Vehicle Code violators, but are assigned other types of misdemeanor cases as well as Superior Court (felony) cases if they already have the defendant on misdemeanor probation.

There was a dramatic drop in the Municipal Court caseload, from 8,920 to 5,629 as of 6-30-73. This decrease was made possible largely through the efforts of the Honorable Albert Wollenberg, who spent considerable time reviewing cases, many of which he modified to "Probation to the Court", thus relieving the Probation Department of the burden of supervising these defendants.

An additional charge in Court procedure resulted in many traffic and drunk-driving offenders being granted probation to the Court, with the condition that they pay their fines directly to the Court Clerk, either by installments or in a lump sum. Others were not granted probation, but were given a stay of execution after they agreed to pay their fines in full by a certain date in the near future.

During this fiscal year, the average caseload decreased from 262 to 152. This has allowed the Probation Officer to do more effective supervision, either in the office or in the community.

The decrease in caseload has made it possible to allow each Probation Officer to be assigned two days weekly in which they would see their probationers in the community while on their job or in their homes.

MUNICIPAL COURT STATISTICS

	<u>Male</u>	<u>Female</u>	
Vehicle Violations	635	102	
Narcotics/Drugs	677	132	
Thefts	847	172	
Drunk Driving	781	130	
Assaults	325	27	
Disturbing the Peace	116	24	
Car Theft	124	29	
Resisting Arrest	78	13	
Unemployment Insurance	150	39	
Forgery/Checks	126	22	
Prostitution	136	96	
Credit Cards	109	33	
Others	<u>673</u>	<u>97</u>	
	4777	916	5693
On probation at close of fiscal year 1972			8920

ANNUAL REPORT

FAMILY SUPPORT DIVISION

Child support payments collected during the fiscal year ended June 30, 1973, totalled \$1,156,169, an increase over the previous year. An additional amount of \$9,412 was collected for service charges; ordered by the Court.

The distribution of the increase in payments collected over the previous year is represented as follows:

For children in receipt of Aid to Dependent Children from the Department of Social Services	\$336,074 (an increase of \$1,666)
Children not on welfare and those who live out-of-State	820,095 (an increase of \$11,802)

The above involved a total of 1,069 paying cases, 339 of which were welfare cases and 730 non-welfare cases, out of a total of 2,538 total caseload at the close of the fiscal year.

The Electronic Data Processing conversion began in late April 1973, and is now almost near completion. The priority placed on instituting this system had precluded greater concentration on collections. Upon completion of this project, it is expected that collections will be greatly increased.

New Cases Received During Fiscal Year Ending June 30, 1973:

270 PC	138
4702 CC	207
580.d W&I	239
URESA	143
Total	<u>727</u>

Under supervision at end of fiscal year 1972	2,683
Placed under supervision during fiscal year 1972	727
Removed from supervision during fiscal year 1972	827
Total caseloads under supervision at close of fiscal year 1972	2,538

SPECIAL SUPERVISION UNIT

The Special Supervision Unit has continued operation during the past year from the community office at 635 Potrero Avenue. Enthusiastic staff and client response is just one positive aspect of moving the Unit from the Hall of Justice. In view of the continuing growth of the Adult Probation Department, critically needed office space was made available there to the conventional units.

Working with reduced caseloads comprised of individuals referred by officers of the conventional units of the Adult Probation Department and the Courts, officers of the Special Supervision Unit are able to provide clients with a greater variety and depth of services than is possible in conventional units. A more or less 'typical' probationer in the Unit's caseloads can be described as under twenty-five years of age, male, and probably a member of an ethnic minority group. He has less than a high school education, lacks work skills, and is either unemployed or works irregularly. He probably has no military service record and is single. He has a prior criminal arrest record, is on probation for having committed a more serious offense, and needs close supervision and counseling.

Techniques of counseling probationers vary from individual contact to group meetings. Innovation and creativity are encouraged under the Probation Subsidy Program. These are enhanced by a sustained program of in-service training and professional consultation which combine to provide the high degree of Unit morale and dedication characteristic of its members.

Under the Probation Subsidy Program, earnings of the county are based on the degree of reduced commitments of offenders to state institutions, i.e., state prison and the Youth Authority. San Francisco's earnings under the Program were substantial at the outset. These earnings have subsequently declined as a result of a decrease in the City's population and an increase in the number of commitments to state institutions of individuals convicted of more serious crimes.

The Adult Probation Department is currently engaged in a joint research project with California Youth Authority and the Bureau of Criminal Information to evaluate the effectiveness of the Subsidy Program. The results of this study, involving all participating counties in the Probation Subsidy Program, will be the basis of any future changes made by the Legislature.

It is a credit to the courage and foresight of The Mayor of San Francisco and the Board of Supervisors, that, despite reduced earnings, this program is being continued.

SAN FRANCISCO WORK FURLOUGH PROGRAM

The program completed its fifth year of operation. The average daily enrollment increased substantially and \$11,000 more was collected to cover administrative costs than in the past fiscal year.

Statistically, the program achieved the following results:

<u>Applications Processed:</u>	Superior Court:	375
	Municipal Court:	<u>307</u>
	Total	682

<u>Enrollments Total:</u>	City & County Inmates:	422
	Female Inmates :	23
	State Inmates :	<u>145</u>
	Total	590

Median Daily Enrollment: 66 inmates

Median Length of Time on Program: 48.1 days (1-270 days)

Median Age: 31.1 years (18-68 years)

<u>Marital Status</u>	Single:	276	(46%)
	Married:	188	(32%)
	Divorced:	74	(13%)
	Separated:	52	(9%)

<u>Median Number of Minor Dependents per Inmate</u>	1.2 children (0-9 children)
---	--------------------------------

Net Earnings Collected:* \$192,447.35

*In 1971 the Work Furlough Law was amended to change from mandatory to permissive, the collection by the Work Furlough administrator of the pay of a Work Furlough prisoner. Therefore, selected furloughees are not required to submit their earnings and are allowed to manage their own finances.

City & County Administrative Cost Collections:

(\$3 per calendar day charge per inmate) \$66,883.00

SAN FRANCISCO WORK FURLOUGH PROGRAM
(continued)

<u>Total Disbursed for Family Support:</u>	\$26,555.29
<u>Sum Distributed for Personal Expenses:</u>	\$43,470.71
<u>Sum Distributed for Savings:</u>	\$33,049.37
<u>Total Paid Directly to Department of Social Services</u>	\$ 2,136.00
<u>Total Paif for Fines:</u>	\$ 1,892.00

VOLUNTEER PROGRAM UNIT

1972-73 Annual Report

The Volunteer Program at Adult Probation has been operating since January 10, 1972. Several programs are in full operation and others are planned for the future.

Most noteworthy is the growth of the One-to-One Case Aide Volunteer Program. Presently, seventy volunteers have been trained and the majority are "matched" to probationers to assist them in overcoming their personal difficulties. More than 20 Probation Officers have willingly participated in referring cases to the program and orienting volunteers to their difficult tasks. Two full four-part training sessions, including follow-up evening Get-Togethers have been held for volunteers and Probation Officers. Very positive results have been obtained, and an evaluation has been undertaken. Hopefully as many as 100 volunteers will be working in this program by the end of 1973.

Several volunteers are also working as Probation Officers aides. These are volunteers interested in probation as a career, and are assigned to work directly with interested Probation Officers in all the different phases of probation work. The desire is to increase the number of volunteers in this program to ten by mid-1974.

The Base Expectancy Scoring classification system continues to reduce Probation Officer caseload size by taking 'good probation risks' off of regular caseloads. Since the beginning of the program, more than 1500 cases have been 'banked' with the Volunteer Unit. This program will continue as long as there is need for it.

The volunteer unit is just now organizing a program of short-term utilization of volunteer power. This is designed to meet emergency needs of Probation Officers and their clients, in such areas as needed transportation and employment assistance. Other programs to expand the services of the Department are being planned as the need and feasibility arise.

1973-74 California Council on Criminal Justice funding has been secured, insuring the life of the program for at least one more year. The goal is to have the volunteer program become a totally Probation Department program funded by the regular Department budget.

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San Francisco Adult Probation Department



ANNUAL REPORT
1973 - 1974

CITY AND COUNTY OF SAN FRANCISCO

ADULT PROBATION DEPARTMENT

HALL OF JUSTICE

880 BRYANT STREET, ROOM 200

SAN FRANCISCO CA 94103

PHONE 415-553-1704

SUPERIOR COURT

Clayton W. Horn, Presiding Judge

CRIMINAL DIVISION

Morton F. Colvin	Dept. 23 (Master Cal.)	Francis McCarty	Dept. 19
Donald B. Constine	Dept. 7	Wm. E. Mullins	Dept. 21
Joseph Karesh	Dept. 24	Claude D. Perasso	Dept. 22

MUNICIPAL COURT

R.J. Reynolds, Presiding Judge

CRIMINAL AND TRAFFIC DIVISIONS

Dept. 9 James J. Welsh	Dept. 15 John J. Hopkins
Dept. 10 Daniel M. Hanlon	Dept. 16 Ollie Marie-Victoire
Dept. 11 Robert L. Dossee	Dept. 17 Samuel E. Yee
Dept. 12 Frank E. Hart	Dept. 18 John A. O'Kane
Dept. 13 Raymond Williamson Jr.	Dept. 19 Eugene F. Lynch
Dept. 14 Mary Moran Pajalich	Dept. 20 Albert Wollenberg Jr.

ADULT PROBATION ADVISORY BOARD

Arthur Petri President of Board

Charles Block	Monsignor Matthew Connolly
Vincent Callan	(Mrs.) Agnes Nightingale

TO THE HONORABLE JUDGES OF THE
SUPERIOR AND MUNICIPAL COURT:

Herewith is submitted the Annual Report of the Adult Probation Department for the Fiscal Year, 1973-1974:

At the close of fiscal year 1972-1973 a total of 13,680 persons were on probation to this department. At the end of the present fiscal year, this number had been reduced to 12,346.

Average caseloads in the Municipal Court were reduced from 152 to 138; in the Superior Court from 270 to 253, and in the Family Support Unit from 253 to 215.

For the first time in recent history the department suffered a reduction in personnel, losing five in clerical help during the course of budgetary hearings. As a result of the reduction, it was necessary to eliminate the Intensive Supervision Unit, thereby returning the 98 probationers in that unit to conventional caseloads. The alternate choice was to close the Family Support Unit for lack of clerical staff.

The above mentioned reduction in clerical staff will doubtlessly have an impact on our Cashier's Office, which customarily operates in arrears on approximately \$5,000.00 in payments each month. During the past fiscal year, with the help of two temporary clerks, collections in the Family Support Unit were increased by \$104,569.00. The total salaries paid to the two clerks amounted to but \$14,569.00 and seemingly the money was well spent. Since the positions were given to the department on the basis that they should "prove their worth", it was anticipated that they would be allowed in our new budget on a permanent basis. Not only was such not the case, but as was previously mentioned, they were eliminated entirely. It is anticipated that their loss will be reflected in the current year's collections, and additionally will have a negative impact on our already over-burdened Cashier's Unit.

The Drug Diversion Unit was increased from four to six members and continues to be a most successful operation. Discussions are being held on a regular basis with representatives of the Bar Association, The Mayor's Criminal Justice Council and other Agencies regarding the feasibility of establishing a diversion program that would include violations other than drug offenses.

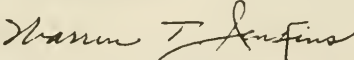
Thus far there has been a reluctance on the part of the District Attorney to embrace such a program, but it is anticipated that ultimately some type of program will be undertaken.

These meetings are interesting for another reason, however, in that they involve representatives from many of the departments who work in the field of law enforcement and rehabilitation.

In my annual report of 1971 I stated that it was wholly unrealistic for this Department, the Courts, the District Attorney, et al to establish policies within their immediate jurisdictions that have serious impact on each of the other agencies without meeting regularly to discuss such problems. Had we been meeting regularly it would seem safe to presume that diversion would already be an ongoing project. For the past three years I have been pointing out that in the area of collecting child support payments, San Francisco is losing untold thousands of dollars in rebate monies from both the State as well as the Federal government. I was recently made aware of the fact that if San Francisco would establish the type of procedure that is prevalent in most of the major cities, we conceivably would be re-imbursed in the amount of \$2,071,110.00. This figure is based on an expenditure of \$862,278.00 on the part of San Francisco.

Surely, had department heads been meeting on a regular basis, items such as the lack of a diversion program, the loss of over \$2,000,000.00, and many other important aspects of law enforcement and rehabilitation services could be currently in effect.

Respectfully submitted,


Warren T. Jenkins
Chief Adult Probation Officer

SUPERIOR COURT STATISTICS

NEW GRANTS OF PROBATION - FISCAL YEAR 1973-1974

Drug Law Violations	655
Burglary	230
Assault	122
Grand Theft	89
Robbery	84
Rec. Stolen Property	61
Gun Violations	50
Car Thefts	47
Sex Perversion	41
Checks	33
Manslaughter	24
Others	<u>1508</u>

Referrals for Presentence Reports	1784
Motions to Revoke Probation by Department	305
Motions to Terminate and/or Dismissed	330
Motions to Modify Probation	123
Supplemental Reports	165
Reports based on District Attorney's Motions to Revoke	316

SUPERIOR COURT UNIT

Under Supervision at close of Fiscal Year 1973	4631
New Probation Grants during Fiscal Year 1974	1508
Revocations during Fiscal Year	290
Restored to Probation following revocation	54
Terminated early per 1203.3PC	95
Transferred to Volunteer Program	209
Dismissed per 1203.4	363
Normal expirations (with no change of plea)	1177
Total caseload at end of Fiscal Year 1974	<u>4015</u>
Average caseload in unit	256

MUNICIPAL COURT STATISTICS

New Grants of Probation - Fiscal Year 1973-1974

Drug Violations	813
Drunk Driving	813
Vehicle Violations	672
Thefts	547
Unemployment Insurance	203
Assaults	168
Checks	124
Credit Cards	120
Car Thefts	82
Disturbing the Peace	64
Resisting Arrest	52
Prostitution	35
Others	<u>745</u>
	4430

MUNICIPAL COURT UNIT

Under supervision at close of Fiscal Year 1973	5629
New probation grants during Fiscal Year 1974	4430
Revocations during Fiscal Year	1796
Restored to probation following revocation	739
Terminated early per 1203.3PC	404
Dismissed per 1203.4PC	776
Normal expirations (with no change of plea)	<u>2977</u>

Presentence reports prepared	661
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Diversion reports prepared	558
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Progress & Supplementary reports	<u>2928</u>
Total reports prepared	<u>4147</u>

Total caseload end of fiscal year 1974	4845
--	------

Average caseload in unit	138
--------------------------	-----

SAN FRANCISCO WORK FURLOUGH PROGRAM

We completed our sixth year of operation, and Alameda County joined the ever increasing number of jurisdictions to implement work furlough as part of correctional reform.

Almost \$10,000 more was collected to cover administrative costs than in the past fiscal year. Earnings of furloughees were substantially higher so that family support distributions and personal savings showed considerable gains.

Statistically, the program achieved the following results:

<u>Applications Processed:</u>	Superior Court:	247
	Municipal Court:	<u>328</u>

Total	575
-------	-----

<u>Enrollments Total:</u>	City & County Inmates:	348
	Female Inmates:	19
	State Inmates:	<u>91</u>

Total	458
-------	-----

Median Daily Enrollment: 64 inmates

Median Length of Time on Program: 55.6 days (1-270 days)

Median Age: 30.9 years (18-66 years)

<u>Marital Status:</u>	Single:	172	(38%)
	Married:	187	(41%)
	Divorced:	66	(14%)
	Separated:	33	(7%)

Median Number of Minor Dependents per Inmate: 1.2 children
(0-10 children)

Net Earnings Collected: \$350,715.42

City & County Administrative Cost Collections:

(\$3 per calendar day charge per inmate)	\$74,844.60
--	-------------

SAN FRANCISCO WORK FURLOUGH PROGRAM
(continued)

<u>Total Disbursed for Family Support:</u>	\$102,676.00
<u>Sum Distributed for Personal Expenses:</u>	91,542.10
<u>Sum Distributed for Savings:</u>	80,643.22
<u>Total Paid for Fines:</u>	420.00

FAMILY SUPPORT UNIT

Cases under supervision at close of fiscal year 1972-73:	2538
New cases received during fiscal year 1973-74	786
Cases removed during fiscal year 1973-74	<u>1174</u>
Total cases under supervision at close of fiscal year, 1973-74:	2150

DRUG DIVERSION UNIT

Under supervision at close of fiscal year 1974	272
Presentence reports prepared during fiscal year	558
Recommendations against Diversion	32
Removed during fiscal year for non-compliance	51

VOLUNTEER UNIT

Total caseload at end of fiscal year 1973	705
New cases assigned during fiscal year 1974	59
Normal terminations	434
Returned to active caseloads	42
Re-arrested and revoked	2
Dismissed per 1203 4PC	<u>8</u>
Total caseload at close of fiscal year 1974:	280

STATEMENT OF RECEIPTS & EXPENDITURES
Fiscal Year 1973-74

APPROPRIATED \$1,563,445.00

EXPENDITURES & ENCUMBRANCES:

Salaries - Permanent \$1,375,406.72

- Temporary 13,738.30

- Overtime 2,499.15

- Retroactive -
Court Order 2,025.98

Contractual Services 39,326.73

Materials & Supplies 12,034.03

Equipment 16,468.53

Fixed Charges 12,600.00 1,474,099.44

UNEXPENDED BALANCE TO GENERAL FUND \$ 89,345.56

FUNDS COLLECTED:

Family Support 1,261,451.58

Service Charge 12,068.44

Restitution 202,353.65

Fines 246,898.23

Probation Costs 112,784.33

Work Furlough Collections 74,844.60

TOTAL FUNDS COLLECTED \$1,910,400.83

San Francisco Adult Probation Department



DOCUMENTS

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ANNUAL REPORT

1974-75

CITY AND COUNTY OF SAN FRANCISCO

ADULT PROBATION DEPARTMENT

HALL OF JUSTICE

880 BRYANT STREET, ROOM 200

SAN FRANCISCO, CALIFORNIA 94103

PHONE:(415) 553-1704

SUPERIOR COURT

Robert J. Drewes, Presiding Judge

CRIMINAL DIVISION

Claude D. Perasso (Master Calendar)	Dept. 22	Joseph Karesh	Dept. 24
Edward L. Cragen)		Francis McCarty	Dept. 19
Morton F. Colvin)	Dept. 23	William E. Mullins	Dept. 21
Donald B. Constine	Dept. 7		

MUNICIPAL COURT

Charles Egan Goff, Presiding Judge

CRIMINAL AND TRAFFIC DIVISIONS

Dept. 9	John J. Hopkins	Dept. 15	Albert C. Wollenberg, Jr.
Dept. 10	Samuel E. Yee	Dept. 16	Richard P. Figone
Dept. 11	R. J. Reynolds	Dept. 17	Daniel M. Hanlon
Dept. 12	Mary Moran Pajalich	Dept. 18	Frank E. Hart
Dept. 13	Robert L. Dossee	Dept. 19	Agnes O'Brien Smith
Dept. 14	Roy L. Wonder	Dept. 20	Comm. Jerrold Levitin

ADULT PROBATION ADVISORY BOARD

Arthur Petri, President of the Board

Charles Block	Monsignor Matthew Connolly
Vincent Callan	(Mrs.) Agnes Nightingale

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TO THE HONORABLE JUDGES OF THE
SUPERIOR AND MUNICIPAL COURTS:

Herewith is submitted the Annual Report of the Adult Probation Department for the fiscal year 1974-1975:

At the close of the fiscal year 1974-1975, the Adult Probation Department was supervising a total of 11,181 probationers who had been referred to this Department by the Courts on a variety of criminal charges and child support matters. This represents a reduction of 1,165 from the end of fiscal year 1973-1974, and a further reduction of 2,499 from the end of 1972-1973. These reductions in caseload have been brought about by administrative action of this Department with the cooperation of the Judges of the Municipal Court. An agreement was reached that grants of probation would not be made to this Department unless the services of the Department were required. This has eliminated literally thousands of cases formerly referred for "collection only", particularly following the imposition of fines for traffic violations. In addition to this reduction, further plans were made to permit the Department to return matters to Court where the good conduct of the probationers warranted such action, and have probation modified to "probation to the Court".

By these means we were attempting to improve our services to the community and provide counseling and supervision in instances where the subject needed the services we are obligated to provide. Caseloads dropped sharply, and what is more important, the services of the probation officers were applied more appropriately. Unfortunately, recent events have nullified the benefit of this planning.

In the annual report for 1973-1974, it was mentioned that for the first time in the history of the Department a reduction of personnel was imposed upon the Department as a result of budget procedures. This reduction eliminated three clerical positions and created a situation making it necessary to close the State Subsidy Unit in order that we could attempt to provide adequate clerical services throughout the Department.

By the end of the fiscal year 1974-1975, this Department was experiencing a more serious threat than we had ever experienced before. In June, 1975 we found ourselves for the first time unable to fill our staff vacancies. This job "freeze" imposed by the Mayor and the Board of Supervisors found this Department

in a particularly vulnerable position, because most of our professional staff is temporary and therefore our staff turnover is very high. In one recent 12-month period, we actually had a staff turnover of 28 out of a total of 40 budgeted positions of Probation Officer. Unfortunately, our temporary appointments are not confined to the opening classification, but also include senior and supervising probation officers.

We are seriously underbudgeted for staff according to all staffing recommendations for probation departments. This includes not only the Youth Authority and the President's Commission on Corrections, but actual staffing patterns in all other Bay Area counties. To compensate for our understaffing, we have had to restrict professional staff to performing essential duties, and make inordinate demands on our clerical staff. We have made full use of CETA staffing through the Mayor's Public Employment Program. From the beginning of that Program we have received excellent cooperation from the staff, and real appreciation for the needs of our Department. We have had, and still have, Probation Officers, Probation Officer Trainees, and excellent clerical help. This extra help was needed particularly because of the increasing obligations demanded of the Adult Probation Department, and it was only because of this help that we were able to staff the Drug Diversion Program and the Court-ordered Probation Custody Unit. CETA also provided us with clerical help we have long requested through the budgeting process, and that is clerical staff to function as Probation Court Aides. These staff members attend Court for the purpose of recording orders and perform other related clerical duties that in the past have been done by Probation Officers.

In the latter part of last year, during the budget process for the following year, we were requested to make proposals for a 7-1/2% budget cut. Our response to that request was to show that, because of our irregular and temporary employment situation, this Department would actually return to the Compensation Reserve Fund more than the 7-1/2%, or \$125,000 cut requested; and further, that there was no reason to believe the year 1975-1976 would be different. This cut was later reduced to a 3-1/4% cut that was met by including a \$45,000 revenue figure and the unfunding of two clerical positions. We were later instructed to make line item cuts from the budget that would total 5% of our budget, or approximately \$106,000. This we could not do. Our total budget is less than \$2,000,000, and 5% of that is more than our total cost of operation.

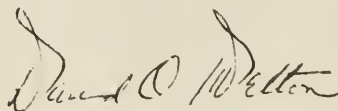
Since a further reduction of staff was not a viable option in our judgment and would only result in a further reduction in the level of services we are charged with providing the Courts and the

community, we suggested that the full child support program be consolidated within the Office of the District Attorney, that our Probation Assistants be transferred to the Office of the District Attorney, and that the community enjoy additional revenue obtained because of the effectiveness of a consolidated child support program. We made this suggestion not to avoid responsibility but in the interest of activating an effective child support program, of generating considerable revenue that would come into the City, and of avoiding the almost certain imposition of heavy financial sanctions upon the City and County of San Francisco.

The Department has protested the "freezing" of positions, pointing out that, understaffed even when all positions were filled, our main responsibility was the safety of the community, and that failing to fill our vacancies was actually creating a danger to the community. We are unfortunately vulnerable to the "freeze policy" because approximately half of our professional positions are either temporary or vacant. The high turnover rate is caused by lack of Civil Service lists of eligibles from which permanent appointments can be made.

Our requests that vacancies be filled promptly, our protests regarding the "freeze policy", and even letters from the Master Calendar Judges of both the Municipal and Superior Courts indicating failure to fill vacancies promptly would seriously interfere with the functioning of the Courts, have brought no relief.

So, with all of the above, the fiscal year ended on less than an optimistic note.

A handwritten signature in dark ink, appearing to read "David O. Melton". The signature is fluid and cursive, with the first name "David" and last name "Melton" clearly distinguishable.

David O. Melton
Acting Chief Adult Probation
Officer

FISCAL AND STATISTICAL INFORMATION

All programs administered by this Department are citywide and provide direct service for persons over the age of 18 years convicted of criminal offenses, whether misdemeanors or felonies. In addition to criminal matters, this Department provides collection activities for child support.

The Juvenile Court provides closely related functions for individuals under the age of 18, and the Federal Probation Department provides closely related activities for individuals convicted of federal offenses.

The activities of the Adult Probation Department are outlined by Section 1203 of the Penal Code of the State of California. The breakdown of these activities and the actual functioning of the Department are determined by the Judges of the various criminal courts of San Francisco. This means that by law we are required to do a presentence investigation and compile a report following every felony conviction. This means that by Court order we may be required to provide services upon judicial order. The activities of this Department are mandated by law or by Court order. Where duties and responsibilities are so mandated, the clear implication is that the means to perform these duties be provided. The dilemma this Department faces is that we have the responsibilities but lack the resources to meet them. Since a primary responsibility of the Adult Probation Department is the safety of the community, it is obvious that the budget of the Adult Probation Department is one that affects each and every member of the community.

STATE AND FEDERAL AGENCIES

Public Employment Program

Over the past four years we have received considerable assistance in staffing through the Mayor's Public Employment Program, funded first through the Emergency Employment Act and now by the Comprehensive Employment Training Act. This staffing was absolutely essential to meet our basic responsibilities to the community. These staff members performed such essential functions as filing, typing, answering telephones, processing payments through the Cashier's Office, as well as performing as probation officers and probation aides (probation officer trainees). During the past fiscal year we received this service:

Total federal funds spent for these positions	\$165,508.69
What budgeted staff would have cost	\$206,885.86
Expense to San Francisco for Probation Officers differential over \$10,000	\$1,955.30

<u>Grant Programs for 1974-75</u>	<u>Federal</u>	<u>State</u>	<u>Local</u>
Volunteers in Probation	\$29,674	\$1,649	\$1,648
Internal Cash Collections	9,000	500	500
Information Acquisition Storage and Retrieval	10,000	1,000	1,000

Comparative Statement, Appropriations vs. Expenditures (see page 7)

Our total appropriations for the fiscal year 1975-1975 were \$1,978,723.00; of this amount \$233,150.91 was returned to the Compensation Reserve Fund as "savings" to the City. Of this amount all but \$15,669.45 was unspent permanent salary funds or the fringe benefits for permanent salaries. This "savings" was due to lack of permanent appointments within the Department because no Civil Service lists of eligibles were available from which to make permanent appointments.

Although this figure represents a substantial savings to the City, it represents a serious loss to the Adult Probation Department. Because the appointments are temporary, the turnover in staff is particularly high due to lack of job security, increments in pay, no fringe benefits. This has created severe problems for our Department, curtailed the effectiveness of the service available to the Courts and the community. One of the most severe of the problems turned out to be our particular vulnerability to the "hiring freeze" that was put into effect before the close of the year.

No other appropriations had any significant difference between money appropriated and expenditures.

Comparative Statement, Actual Revenues vs. Estimated Revenues
(see page 8)

Our revenues from fines and probation costs suffered a severe reduction during this period of time due to a combination of factors. A reduction in fines collected had been anticipated for two reasons:

1. Matters from the Municipal Court were no longer sent to the Department for "collection only".
2. The Courts had been imposing probation costs as a condition of probation rather than fines.

The above changes would not actually reduce the revenue to the City, because it was anticipated that the probation costs would produce an equal amount of revenue as had previously been anticipated from fines. The fines not referred to this Department would be collected by the Municipal Court Clerk, actually at a lower cost to the City because clerks cost less than probation officers.

However, events worked against our anticipations. Before the beginning of the fiscal year 1974-1975, an Appellate Court decision ruled against the legality of imposing probation costs. Because such probation costs had been imposed during the past two-year period in lieu of fines, the collection of fines was reduced and, due to the Court ruling, the imposition of probation costs stopped abruptly. The action of the Courts differed greatly when matters concerning probation costs were returned for disciplinary action. The result was a reduction of our anticipated revenue in the amount of \$102,171.96. It will take more than a year to recover from this loss, since collections of fines usually continue over a three-year period of probation, and therefore throughout the coming fiscal year our revenues will continue at a lower rate.

The 2% service charge against family support payments showed a substantial increase. This shows intensified efforts to enforce child support orders. Elsewhere in the report it will show that the total cases carried within this unit decreased, but the percentage of cases making payments increased.

COMPARATIVE STATEMENT
Appropriations vs. Expenditures
Fiscal Year 1974-75

	<u>Appropriations</u>	<u>Expenditures</u>	<u>Under (Over)</u>
Permanent Salaries	1,531,894.00	1,429,700.07	102,193.93
Overtime	650.00	563.92	86.08
Temporary Salaries	1,226.00		1,226.00
Contractual Services	37,275.00	29,414.24	7,860.76
Contractual Services - Work Furlough	2,335.00	2,601.42	(266.42)
Maint. & Rep - Bldgs. - Work Furlough	900.00	58.93	841.07
Maint. & Rep. - Auto Equipment	1,500.00	2,210.48	(710.48)
Volunteers - Local Share	1,649.00	1,647.49	1.51
Materials and Supplies	11,675.00	12,188.51	(513.51)
Materials and Supplies - WF	2,200.00	2,433.29	(233.29)
Equipment	7,625.00	7,570.27	54.73
Equipment - Work Furlough	225.00	225.00	0
Mandatory Fringe Benefits:			
Retirement Allowances	257,873.00	181,007.16	76,865.84
Social Security Tax	81,191.00	57,294.44	23,896.56
Health Service	29,737.00	15,211.87	14,525.13
Transfer to Controller-EDP	<u>10,768.00</u>	<u>3,445.00</u>	<u>7,323.00</u>
TOTAL	<u>1,978,723.00</u>	<u>1,745,572.09</u>	<u>233,150.91</u>

COMPARATIVE STATEMENT
Actual Revenues vs. Estimated Revenues
Fiscal Year 1974-75

	<u>Estimated</u>	<u>Actual</u>	<u>Under (Over)</u>
Municipal Court Fines	200,000.00	176,185.80	23,814.20
Superior Court Fines	6,000.00	4,130.75	1,869.25
Probation Costs	150,000.00	73,511.49	76,488.51
Board and Room, Working Prisoners	75,000.00	74,844.60	155.40
Family Collection	<u>12,500.00</u>	<u>18,162.82</u>	<u>(5,662.82)</u>
TOTAL	<u>443,500.00</u>	<u>346,835.46</u>	<u>96,664.54</u>

STATEMENT OF RECEIPTS AND EXPENDITURES
Fiscal Year 1974-75

APPROPRIATED \$1,987,293.00

EXPENDITURES AND ENCUMBRANCES:

Salaries - Permanent	\$1,429,700.07	
- Overtime	8,367.91	
Contractual Services	31,964.54	
Maintenance & Rep.-Bldgs.	58.93	
Maint. & Rep.-Auto Equipment	2,210.48	
Volunteers - Local Share	1,647.49	
Materials & Supplies	14,256.26	
Equipment	7,795.27	
Mandatory Fringe Benefits	253,513.47	
EDP	<u>3,445.00</u>	<u>1,752,959.42</u>

UNEXPENDED BALANCE TO GENERAL FUND \$ 234,333.58

FUNDS COLLECTED:

Family Support	\$1,308,453.46
Service Charge	18,162.82
Restitution	252,401.90
Fines	230,117.16
Probation Costs	73,511.49
Work Furlough Collection	<u>77,304.58</u>

TOTAL FUNDS COLLECTED \$1,959,951.41

SUPERIOR COURT STATISTICS

Under supervision at close of fiscal year 1974	4,031
New probation grants during fiscal year 1975	1,150
Restored to probation following revocation	45

Revocations during fiscal year	204
Terminated early per Sec. 1203.3 of the Penal Code	100
Transferred to Volunteer Program	-
Dismissed per Sec. 1203.4 of the Penal Code	194
Normal expiration (with no change of plea)	748

TOTAL SUPERVISION CASELOAD AT END OF FISCAL YEAR 1975	4,474
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Average Caseload, Investigation Unit	16
Average Caseload, Supervision Unit	238

Referrals for Presentence Reports	1,894
Motions by Department to revoke probation	204
Motions to terminate and/or dismiss	301
Motions to modify probation	95
Supplemental Reports	463
Progress Reports	135
Reports based on District Attorney's motions to revoke	230

GRANTS OF PROBATION

Drug violations	487
Drunk Driving	3
Vehicle Violations	15
Thefts	241
Assaults	129
Checks	7
Car Thefts	19
Other	<u>249</u>

TOTAL	1,150
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MUNICIPAL COURT STATISTICS

Under supervision at close of fiscal year 1974	4,845
New grants of probation during fiscal year 1974-75	4,038
Restored to probation	398
Supervised by volunteers	6
Revocations during fiscal year	1,646
Terminated early per Sec. 1203.3 P.C.	272
Dismissed per Sec. 1203.4 P.C.	195
Normal expiration	1,937
Modified to Court probation	506
Transferred	<u>2</u>
Total Caseload under supervision at close of fiscal year 1975	4,729

GRANTS OF PROBATION

Drug violations	1,220	.
Drunk Driving	673	
Vehicle Code	448	
Thefts	436	
Unemployment Insurance	49	
Assaults	307	
Car Thefts	137	
Credit Cards	130	
Checks	47	
Prostitution	44	
Disturbing the peace	104	
Resisting arrest	80	
Others	<u>363</u>	
Total	4,038	

DRUG DIVERSION PROGRAM

Total Cases Investigated	685
Total Cases Diverted	609

PROBATION DEPARTMENT CUSTODY UNIT

The following figures show the number of probationers in County Jail to whom service was given by this unit between the start of the program in April, 1975 and the end of the fiscal year.

	<u>Male</u>	<u>Female</u>	<u>Total</u>
April	22	1	23
May	79	7	86
June	<u>79</u>	<u>10</u>	<u>89</u>
TOTAL	180	18	<u><u>198</u></u>

FAMILY SUPPORT UNIT

	<u>WELFARE</u>	<u>NON-WELFARE</u>	<u>TOTAL</u>
<u>CASE SUMMARY:</u>			
Active Cases (total handled)	9,926	15,230	25,156
Active Cases as of 7/1/74	872	1,314	2,186
Cases Opened	145	355	500
Cases Closed	270	411	681
Active Cases as of 6/30/75	747	1,258	2,005
Total Paying Cases for Year	4,328	8,690	13,018
Average No. Paying Each Month	361	724	1,085

ACTUAL COLLECTIONS:

Child Support	\$320,130.15	\$398,363.92	\$718,494.07
URES A (I)	40,584.39	83,492.95	124,077.34
URES A (R)			<u>450,172.10</u>
TOTAL			<u><u>\$1,292,743.51</u></u>

REVENUE

Service Charge	\$ <u><u>18,533.37</u></u>
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San Francisco
Adult Probation Department



ANNUAL REPORT

1975-76

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CITY AND COUNTY OF SAN FRANCISCO

ADULT PROBATION DEPARTMENT

HALL OF JUSTICE

880 BRYANT STREET, ROOM 200

AREA CODE 415 PHONE 553-9111

ZIP No. 94103

Walter D. Morse

~~WARREN JENKINS~~

CHIEF ADULT PROBATION OFFICER

September 17, 1976

The Honorable Henry R. Rolph
Presiding Judge of the Superior Court
City Hall, Room 465
San Francisco, California 94102

Dear Judge Rolph:

This report is respectfully submitted in compliance with Section 3.501 of the Charter of the City and County of San Francisco; it offers a brief description of the primary services provided by the personnel of the Adult Probation Department. As you review this report, you will note that it follows a program format offering brief program descriptions, statements of community need, o. program objectives and of program output. This format was developed as a first effort in the direction of clear program definition and accountability. Eventually, all department programs will be structured in such a way that program budgeting and cost/benefit program accountability are included in program design; this is in response to direction from Mayor Moscone's office.

1975-1976: A Year of Leadership Change

During this report year the department underwent a period of leadership transition. Chief Probation Officer Warren Jenkins had retired, and David O. Melton served as Acting Chief Probation Officer for the period between June 30, 1975, and June 7, 1976. Miss Margaret Connolly, a Supervising Probation Officer who had for many years played a strong leadership role in the department's administration, also retired at the end of the report year. I assumed responsibility for the department, under the direction of the courts, on June 7, 1976.

Some Early Impressions About the Department

I find the department has many competent professional personnel who are anxious to assume new responsibilities, improve services and develop new and better programs. While the services provided by the department are the traditional ones offered by probation in most California counties, programs here need clearer definitions and increased performance accountability. Further, department programs need to be more

The Honorable Henry R. Rolph

September 17, 1976

appropriately aligned by function, for increased operational efficiency. With a more functional alignment, supervisory authority and responsibility can be enhanced, and the department's senior probation officers, now concentrated in Superior Court service programs, can be more broadly allocated so that these experienced personnel can assume leadership roles in all programs. While most of the staff are well educated - all have college degrees and many have advanced degrees - many need specific training that will improve their performance of assigned department tasks.

Personnel Needs

At the present time the ratio of supervisors to line probation officers is as high as twenty to one. The department needs at least two more supervising probation officer positions, and at least one clerical supervisor. Work quality control can only come with increased supervisory control. An additional management position is needed, and the department needs additional clerical personnel if even appropriate use is to be made of professional personnel.

Equipment Needs

Equipment is poor and in short supply. The department has only three functioning compact automobiles, and one full-sized but virtually worn-out sedan. The dictating equipment is all but worn out, and therefore needs constant, costly repairs. There is not enough of this equipment, and probation officers typically either write or type their own work - an inefficient process.

The CETA Program

The department has had as many as 28 full-time CETA employees. However, with the threat of funding loss, many of these have resigned and currently cannot be replaced. Historically, some of these CETA employees have been placed in critical positions; though this should not have been done. When short of personnel the department did make use of available talent, as necessary, to meet organizational needs. If these and/or all CETA positions are lost, the department will face very serious personnel shortages.

The Honorable Henry R. Rolph

September 17, 1976

Judicial Advisory Committee

Your willingness, the willingness of your predecessor, the Honorable Robert J. Drewes, and of Judge Albert C. Wollenberg, Jr., Presiding Judge of the Municipal Court, to ask two judges from the Superior Court and two from the Municipal Court to serve as a Judicial Advisory Committee, has served as an assurance of the courts' continuing support for the department. As program and service improvements begin to be made, this committee will be invaluable; these judges can offer direction to the department and help it to meet both needs and responsibilities.

While the department has experienced some difficult years, without sufficient personnel and physical resources to achieve excellence as an agency serving the courts, the community, and a large client population, there is no reason to believe that excellence in service should not be the department's goal and that such excellence is not attainable. Further, and in spite of the current and possibly worsening fiscal situation in the City, I believe that we will achieve excellence using little more than the current level of resources. What the department seems to need most is the continuing support of the judiciary, other justice agencies, and the community. I trust that support will be forthcoming.

Sincerely yours,


Walter D. Morse
Chief Adult Probation Officer

PROGRAM: SUPERIOR COURT INVESTIGATIONS

Program Description

The program supervisor and 14 senior probation officers provide a variety of services to the Superior Courts and to the persons referred to the program for a presentence investigation, written report and dispositional recommendation; they also supervise certain persons granted probation for felony offenses. Program personnel additionally provide liaison services to the courts, the District Attorney's Office, the Public Defender's Office and the Police and Sheriff's Departments. One assigned officer provides special services under Penal Code Section 1000 ("special procedures in narcotics and drug abuse cases").

Community Need for Program

The community's need for this program is a social one, and, for the most part, it is legally mandated.

Social Need

The citizens of San Francisco have a right to protection from the behavior of persons who commit criminal acts. The Superior Court Investigation Program responds to this need by providing an investigation into the personal background, behavior and individual needs of persons before the Superior Courts on criminal charges; by providing a written report of this investigation, and by making a sentencing recommendation to the court that is based on the facts gathered during the investigation. Because the courts have these reports and recommendations, they are better able to impose equitable sentences that are both mindful of the rights of the citizen and his safety and the rights and needs of the offender.

Legal Need

This program enables the sentencing process in the San Francisco Superior Courts to conform to state law. Section 1203 of the California Penal Code reads in part as follows:

"In every case in which a person is convicted of a felony and is eligible for probation, before judgment is pronounced, the court shall immediately refer the matter to the probation officer... The probation officer

Superior Court Investigations (cont'd)

shall immediately investigate and make a written report to the court of his findings and recommendations, including his recommendations as to the granting or denying of probation and the conditions of probation, if granted."

Program Objectives

1. To provide, under state law, when so directed by the Superior Courts, a prompt, accurate, objective and legally sound written report of an investigation which must, by law, have inquired into the antecedents, character, history, family environment and offense of the person referred, and to offer the court an appropriate recommendation as to the granting or denying of probation and the conditions of probation, if granted.
2. To provide liaison to the Superior Courts to facilitate the courts' use of probation services.
3. To provide supervision, in a very select group of cases, of persons granted probation; to assist them to make appropriate social adjustments and to become law abiding; to insure that persons granted probation conform to probation orders of the courts, and, if persons granted probation commit new offenses, to refer them back to court with a recommendation as to appropriate action.
4. To supervise the probationers' payment of restitution to victims and court-ordered fines.

Program Output

During fiscal year 1975-1976, the Investigation Unit had 12 senior probation officers for one month, 11 senior probation officers for six months, and 13 senior probation officers for five months. Throughout the year there has been an average of 12 senior probation officers in the unit.

1. Number of Persons Assigned

Supervising Adult Probation Officer	1
Senior Probation Officers (average number)	12

2. Number of Reports Prepared, Fiscal Year 1975-76

a. Presentence Investigations	1,316
b. Supplemental Reports, Motion to Revoke Reports, Progress Reports and Termination Reports	<u>219</u>
Total investigations and reports	1,535

Superior Court Investigations (cont'd)

Average Actions per Officer per Month

12.8

These officers also carried an average of 18 field supervision cases each, and provided continuing liaison services to the Superior Courts and to other justice agencies.

PROGRAM: SUPERIOR COURT SUPERVISION

Program Description

This program is assigned one supervising probation officer and 15 senior probation officers. Of these 16 personnel, 12 have offices in the Hall of Justice, two are stationed in the County Jail facility in San Bruno (see Custody Unit program description), and two are stationed in the Hunter's Point community (see Hunter's Point program description). This supervision program provides probation supervision services to persons granted probation by the Superior Courts. These services include not only casework services but also the preparation of reports and other court-related work, and the use of community resources in behalf of persons granted probation.

Community Need for Program

The community's need for this program is a social one; however, the program is also provided for by state law.

Social Need

Community citizens have a right to protection from the criminal acts of others. Superior Court Supervision exists to provide both community protection from the new criminal acts of persons granted probation by the Superior Courts, through the monitoring or surveillance of their conduct in the community, and by assisting them to obtain needed helping community resources in an effort to prevent the commission of new criminal acts which might otherwise result from unmet needs. Thus, the program provides not only surveillance, or law enforcement kinds of services, but also helping services.

Legal Need

These services are provided under Section 1203.10 of the Penal Code, which reads in part as follows:

"...If any such person shall be released on probation and committed to the care of the probation officer, such officer shall keep a complete and accurate record in suitable books or other form in writing of history of the case in court, and of the name of probation officer, and his act in connection with said case;

Superior Court Supervision (cont'd)

also the age, sex, nativity, residence, education, habit of temperance, whether married or single, and the conduct, employment and occupation, and parents' occupation, and condition of such person committed to his care during the term of such probation..."

Program Objectives

1. To protect community citizens and property from the commission of new criminal acts by persons granted probation by the Superior Courts, and to work cooperatively with other justice agencies towards this end.
2. To counsel and otherwise assist probationers to use employment, training and education and other community resources.
3. To supervise the payment of fines, payable to the General Fund; restitution to victims and/or other required costs.
4. To insure that non-compliant persons granted probation are promptly returned to court for violation of the court's order when such violations become known.

Program Output

Personnel:

Total Probation Officer Personnel Assigned:

Supervising Adult Probation Officer	1
Senior Probation Officers	<u>15</u>
Total Personnel Assigned	16

Workload:

Cases Under Supervision:

Average Number of Cases per Officer	232
Total Cases under Supervision, 1975-76	3,478
Total Caseload	3,478

Superior Court Supervision (cont'd)

Court Reports Prepared:

Presentence Reports to Courts	247
Supplemental Reports	<u>250</u>
Total Reports	497

PROGRAM: PROBATION CUSTODY UNIT

Program Description:

This program service unit, under the general supervision of the supervisor of the Superior Court Supervision Unit, is assigned one senior adult probation officer, who serves as on site "supervisor", and two adult probation officers who provide a variety of services to Superior and Municipal Courts and inmates incarcerated in the County Jail as a condition of probation. The program additionally provides liaison services to the courts, District Attorney's Office, Public Defender's Office, Police Department, Sheriff's Department, and various rehabilitation agencies.

Community Need for Program:

The community's need for this program is a social one and it is legally mandated by the court.

Social Need:

The Probation Department has a responsibility to protect the community from habitual offenders. The Probation Custody Unit has the responsibility of working with offenders and preparing them for return to the community. Careful planning and goal setting must be undertaken for each probationer in order to assure him or her the best possible chance to remain arrest free and also to become a productive member of society.

Legal Need:

The Probation Custody Unit was developed following a court order issued on April 2, 1975 by the Honorable Claude D. Perasso. Said order required that a "sufficient number of Probation Officers be assigned on a full-time basis to the County Jail at San Bruno". A similar order was issued by the Honorable Albert C. Wollenberg, a Judge of the Municipal Court, and was further signed by eight additional Municipal Court judges.

The previously described court orders were made "with the knowledge that approximately two-thirds of the inmate population were on probation and, thus, under the jurisdiction of the Court".

Program: Probation Custody Unit (cont'd)

Program Objectives:

1. To provide local and immediate helping services to all persons granted probation and required to serve, as a condition of probation, 30 or more days in the County Jail.
2. To interview probationer inmates; to advise them of the conditions of their probation; to have them sign an agreement to comply with the courts' orders, and to instruct them about post-release behavior.
3. To respond to individual requests for modification of probation, and to recommend court action where appropriate.
4. To attend to the welfare of these persons and to provide/arrange for individual, family, personal and vocational counseling.
5. To maintain a record of inmate probationer behavior while in custody, and to prepare a pre-release report on each probationer, including a description of post-release plans, in order to assist the probation officer who is to assume supervision of the client after release.
6. To serve as liaison between probation and other justice system programs and personnel in behalf of these clients.

Program Output:

Number of Personnel Assigned Program

Senior Probation Officer	1
Probation Officer	<u>2</u>
Total Assigned Personnel	3

Reports Prepared by Personnel

Presentence investigations and reports	5
Supplemental reports to the court	<u>37</u>
Total Presentence and Other Reports	42

Number of Inmate Probationers "Supervised
During Fiscal Year 1975-1976

775

Passes, Pursuant to Sec. 1203.1a P.C.:

Granted	214
Denied	<u>106</u>
Total	320

PROGRAM: HUNTER'S POINT SUPERVISION UNIT

Program Description:

This unit, assigned one senior probation officer and two 8440 probation officers, provides probation supervision services to persons who reside within the Hunter's Point geographic area. This in-community outreach unit is housed at 6025 Third Street with a consortium of Model Cities' human service providers.

Program Objectives:

1. To provide neighborhood community-oriented probation services to persons granted probation in both the Superior and Municipal Courts who reside in the Hunter's Point community.
2. To collaborate with other local human service providers in order to offer a range of local helping resources to probation clients.
3. Other program objectives are the same as those described in the program statement for Superior Court Supervision.

Program Need:

The need for this program is both social and legal.

Social Need:

Persons granted probation and residing within the Hunter's Point community tend to be without transportation and financial resources. This outreach program enables such persons to meet with their probation officers in their own community. Services available are therefore less costly to both the probationer and the on-site service provider.

Legal Need:

Probation supervision is provided for under Section 1203 of the California Penal Code.

Program: Hunter's Point Supervision Unit (cont'd)

Program Output:

Personnel

Number of Probation Officers Assigned

Senior Probation Officer	1
Probation Officers	2

Workload

Total Cases Supervised	500
Average Caseload per Officer	166

PROGRAM: MUNICIPAL COURTS - INVESTIGATION AND SUPERVISION

Program Description:

The Municipal Court services program is composed of three units, each of which is assigned a unit supervisor and approximately 12 probation officers. Each unit provides both presentence investigations and probation supervision services, and a whole range of other court and client services, including the services of court officers who work in and around the courts, providing liaison services between the courts and the department.

Community Need for Program:

The community's need for the Municipal Courts program is a social one; however, components of the program are prescribed by law.

Social Need:

The community's citizens have a right to be protected from the criminal acts of others. The Municipal Court investigation and supervision functions are both intended to protect citizens from new criminal acts which may be committed by persons who have come before the courts charged with misdemeanor crimes. The program also provides offenders with a whole range of helping or supervision services designed to assist persons granted probation, as a means of preventing new criminal behavior.

Legislative Need:

In every case in which a person is to be sentenced for a misdemeanor offense, the court may either refer the matter to the probation officer for an investigation and report or summarily grant or deny probation (Penal Code Section 1203). While it is discretionary with the Municipal Courts to refer for an investigation and report or not to refer to probation, when the court does refer, the Probation Department must, by law, provide the service. Similarly, if the court grants formal probation supervision, the department must provide the services, by law.

Program: Municipal Courts - Investigation and Supervision (cont'd)

Program Objectives

1. To provide, when so directed by the Municipal Courts, a variety of investigatory reports, including presentence reports, pre-plea reports and supplemental and progress reports.

2. To provide liaison to the Municipal Courts to facilitate the courts' use of probation services.

3. To provide supervision of persons granted probation; to assist them to make appropriate social adjustments and to become law abiding; to insure that persons granted probation conform to the probation orders of the courts, and, if persons granted probation commit new offenses, to refer them back to court with a recommendation as to appropriate action.

4. To supervise the probationers' payment of restitution to victims and court-ordered fines.

Program Output

Note: The workload data below is in some cases offered as an average, or in summary form, because of fluctuations from month to month in both the number of cases supervised and in terms of the number of reports made to the courts. There was also some fluctuation in the number of personnel assigned the three units of this program.

Total Probation Officer Personnel Assigned:

Supervising Probation Officer	3
Probation Officers and Probation Officer Trainees	<u>33</u>
Total Personnel Assigned	36

Workload:

Cases Under Supervision:

Average Assigned per Line Officer	133 cases
Average Total Program Caseload	4,521 cases

Program: Municipal Courts - Investigation and Supervision (cont'd)

Workload (cont'd)

Court Reports Prepared:

Presentence Reports	532
Other Court Reports	<u>2,009</u>
Total 1975-76 Municipal Court Reports	2,541

PROGRAM: COURT AIDES

Program Description:

This program enables specially trained clerical personnel (CETA) to represent the Probation Department in those Superior and Municipal Courts having the greatest number of criminal cases, and therefore of probation matters. (These in-court clerical functions had previously been performed by probation officers, but it was believed the cost of this activity could be reduced by using clerical, as opposed to probation officer, personnel.) The primary function of these aides was to attend court, to record the detail of court orders, to complete the referral of those granted probation to the Probation Department, and to provide court/department liaison services as appropriate.

Community Need for Program:

Persons granted probation need to be held accountable for conditions of probation imposed by the court; such court requirements are in the community's interest. Further, it is less costly to the community to have clerical, rather than probation officer, personnel transmit such information to the Probation Department.

Program Objectives:

1. To attend to assigned courts and record all court orders pertaining to probation grants and other court matters, as required.
2. To complete the process by which individuals granted probation are directed to the Probation Department from the court.

Program Output:

The output of this program is not measurable - the functions are not recordable and countable. Court Aides from this program served primarily in four of the Superior and Municipal Courts in the Hall of Justice.

Number of CETA Personnel Assigned:

5

Program: Court Aides (cont'd)

Comment on Program:

The department had made budget requests for permanent clerical positions to perform these functions; funds were not available. An attempt to obtain Federal funds to perform these tasks was also unsuccessful. CETA clerical personnel were finally assigned these tasks. However, by the end of the fiscal year, this program was virtually phased out because of the resignation of several of the CETA personnel and the inability to replace them due to declining Federal program revenue.

PROGRAM: FAMILY SUPPORT SERVICES

Program Description:

Services under this program were provided for a nine-month period between July 1, 1975 and March 31, 1976. During this nine-month period the Adult Probation Department was responsible for collecting child support from responsible parents who no longer had physical custody of their child or children. During the period, Probation supervised a whole range of collection activities under state and interstate requirements, and the District Attorney's Office prosecuted, when required to do so by law. Between April 1, 1976 and June 30, 1976, the District Attorney's Office assumed responsibility for this program and all of its activities, as required under new legislation developed to consolidate all family support collection services under one responsible agency, as a means of gaining a more uniform and efficient program statewide.

Community Need for Program:

Children whose parents have separated are entitled to be provided for financially by the absent parent, whose income can, in part, contribute to their care. State and interstate requirements require the development of public programs to enforce the payment of child support; this program met all requirements.

Program Objectives:

To collect family support payments from San Francisco resident parents responsible for the support of their child or children no longer residing with them, as provided for under code sections 139.5 C.C., 4702 C.C., 580.d W.&I. Code, U.R.E.S.A. and 270 P.C.

Program Output:

Since April 1, 1976, the District Attorney's Office has handled all family support collections, including the payments made in the criminal cases (Sec. 270 P.C.), which are still being supervised by the Probation Department, by court order, and which presently number a total of 70 cases.

Program: Family Support Services (cont'd)

For the Period July 1, 1975 through March 31, 1976:

Total Payors

D.S.S.	3,707
Non-Welfare	6,620

Total Collections for Local Residents

D.S.S.	\$308,795.53
Non-Welfare	380,300.40
* U.R.E.S.A. (R)	394,936.75
** Service Charge	<u>15,283.32</u>
Total Collections	\$1,099,316.00

* The U.R.E.S.A. cases where California was the reciprocating state, and action had been initiated in another jurisdiction, showed the highest amount of collections.

** The two percent service charges were collected only if ordered by the court.

PROGRAM: WORK FURLOUGH

Program Description:

This program, managed by probation staff, is assigned one senior adult probation officer (Program Director), one 8440 probation officer (Assistant Director), one clerk and one half-time account clerk: these are program personnel. The custody or security personnel assigned the program, to insure community security and safety, are Sheriff's personnel.

The program is a 24-hour residential program into which selected County Jail inmates can be moved to allow them sufficient freedom from confinement that they can leave this residence to work and/or to participate in educational or vocational training. The program also, under contractual agreement with the California State Department of Corrections, provides these same services for carefully screened inmates who are given an early work release from a state institution just prior to their release into the San Francisco community on parole.

Community Need for Program:

The community needs productive citizens who can support themselves and meet their personal and family obligations. The Work Furlough program enables qualified County Jail inmates to remain productive by allowing them to leave confinement, as necessary, for work or for work skill development through education and/or training programs.

This program is provided for under Section 1208 of the California Penal Code and under Section 13.60 of the City and County Administrative Code.

Program Objectives:

1. To enable persons to work while in custody, and thereby to reimburse the community for part of the cost of their incarceration.
2. To prevent persons from losing jobs as a result of their being sentenced to confinement by the community courts.
3. To enable persons sentenced to jail to continue to earn wages, to support dependents, to pay fines, to make restitution and to pay existing debts and bills as they come due.

Program: Work Furlough (cont'd)

4. To enable selected persons to continue their education or job skills training while in custody, and thereby to increase their potential for a productive post-release life.

5. To provide these same services (1. through 4. above) to selected work-release inmates from state institutions, at no local cost, so that they can find jobs and establish themselves prior to their being released into the community on parole.

Program Output:

Number of Department Personnel Assigned

Senior Probation Officer	1
8440 Probation Officer	1
1444 Clerk-Stenographer	1
1630 Account Clerk	1/2 time

Applications Processed for Work Furlough

Superior Court	292
Municipal Court	<u>147</u>
Total Applications Processed	439

Number of Inmates Enrolled

Male	285
Female	<u>12</u>
Total Active in Program	297

Median Daily Population

Successful Completions	48
Escapes ("walk" away from program)	203

County	16
State	<u>6</u>

Total "Escapes"	22
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Removals from Program for Cause

County	64
State	<u>16</u>

Total Removals for Cause	80
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Program: Work Furlough (cont'd)

Program Revenues

Inmate Payments to General Fund	\$54,017.65
Fines from Work Furlough Inmates	<u>276.00</u>
Total City Revenue	\$54,293.65

Program Disbursements

Inmate payments through program to Family Support	26,585.63
Restitution paid to victims by inmates	620.00
Salaries collected from inmates and disbursed to them for meals and other expenses	<u>40,117.33</u>
Total Program Disbursements	\$67,322.96
Total Revenue and Disbursements	\$121,616.61

PROGRAM: VOLUNTEER SERVICES

Program Description:

Concerned citizens and student volunteers support the Adult Probation Department's efforts to prevent new criminal behavior by providing a variety of highly motivated human resources - perhaps the most important tool in realizing behavior change. The Volunteer Services Program in Adult Probation is a direct link to the community. The Volunteer Services staff recruits, trains, and places volunteers with departmental staff as supervisors in an individually defined role maximizing volunteer satisfaction and achievement. The project, operational since 1972, has received funding grants from the San Francisco Foundation and the Law Enforcement Assistance Administration through the Mayor's Criminal Justice Council.

Community Need for Program:

Both the community and the Adult Probation Department have needs that are met by a Volunteer Services Program.

Community Need:

Citizens want to help reduce crime. Many community members have special skills, time and energy applicable to the probation process. It is necessary to have a way to channel citizen resources into this probation process.

Department Need:

In San Francisco, adult probation officers have high caseloads. Persons on these caseloads have a history of criminal behavior associated with a heavier concentration of mental health, alcohol and drug-related problems than in other California counties. There is insufficient clerical support and paraprofessional staff. Volunteers can strongly augment the department's paid professional personnel and thereby enable them to provide better human services.

Program Objectives:

1. To provide the opportunity for students and citizens to work with professional staff as part of a coordinated team whose objective is to prevent new criminal behavior.
2. To provide additional counseling, listening and problem-solving skills to known offenders in order to prevent new criminal behavior.

Program: Volunteer Services (cont'd)

3. To provide the probation officer and other department staff with administrative/clerical backup, giving him/her more professional time and energy to assist probationers and protect society.

4. To provide the opportunity for students to get practical counseling experience, to make career decisions and to demonstrate ability to potential employers.

5. To provide the opportunity for interested citizens to participate in the functions of a San Francisco public agency in a meaningful way.

Program Output:

Program Personnel:

Director of Volunteer Services	1
Assistant Program Director	1

Volunteer Hours Contributed:

9 months: 10/1/75 through 6/30/76	6,238.25 hours
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Estimated value of these services at \$6.68 per hour	\$41,671.51
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Program Costs:

Cost to City and County of San Francisco	893.00
Total program cost	19,957.00

PROGRAM: CASHIER'S OFFICE

Program Description:

The personnel assigned to this program are responsible for the collection of money from persons granted probation or diverted from probation through court process, and for the disbursement of this money to the General Fund, to the state, and to victims of crimes (restitution). Court-ordered collections include:

- a. fines
- b. restitution
- c. court costs
- d. penalties
- e. costs for the destruction of records.

Community Need for Program:

The community needs to receive, from offenders who are able to pay, restitution for losses incurred by the community and individual citizens, costs against the expense of criminal justice services, penalties for illegal behavior, and other legally mandated penalties and charges.

Program Objectives:

To collect, using cost effective procedures, and to disburse promptly to designated recipients, all judicially ordered payments within the above categories.

Program Output:

a. Number of Persons Assigned

Permanent: 1 Account Clerk
2 Clerk-Typists

Temporary: 1 Account Clerk (CETA)

b. Collections and Disbursements

Restitution to victims of crimes	\$244,585.99
Fines (General Fund)	265,325.71
Probation Costs	<u>29,302.29</u>
Total Collections	\$539,213.99

FEDERAL FUNDS IN ADULT PROBATION
THROUGH THE MAYOR'S CRIMINAL JUSTICE COUNCIL

PROGRAM, 1975-1976

I. Volunteers in Adult Probation

(See statement on Volunteer Program, page)

Funding:

Federal: \$26,707.00 State: \$1,484.00 Local: \$ 1,483.00

II. Internal Cash Collections

This project had two principal components:

1. to study the work flow, obligations and problems of the Cashier's Office and to recommend improvements;
2. to provide lease funds for accounting equipment and related software.

Funding:

Federal: \$ 9,000.00 State: \$ 500.00 Local: \$ 500.00

III. Information Acquisition, Storage and Retrieval System

This grant parallels the Cash Collections grant (above); consultants studied the work flow and reception/records procedures of the department. A microfilm system was also purchased to microfilm inactive cases.

Funding:

Federal: \$18,000.00 State: \$1,000.00 Local: \$ 1,000.00

Federal Funds in Adult Probation
Through the Mayor's Criminal Justice Council

IV. *Pre-Trial Diversion Project

This project was developed by the San Francisco Bar Association with the assistance of the judges of the Municipal Court. *Adult Probation is simply the project's sponsor: the project is not a probation program, but two Federally-funded probation officer positions are assigned to the program as a requirement of the Municipal Courts. These officers prepare reports for the courts and serve as liaison between the courts and the project. The project facilitates the diversion of selected first-offender misdemeanants from the criminal courts into community work projects, counseling, training and other resources and services.

Funding:

Federal: \$100,000.00	State:	Local: \$11,000.00
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NEW DIRECTIONS: A DEPARTMENT IN CHANGE

Since the end of the fiscal year covered by this report, the Adult Probation Department has been fortunate: not only has the department's personnel been willing to work to improve programs and services, but also there has been a good and positive helping response from the Office of Mayor Moscone, the offices and members of the Board of Supervisors, the judiciary, the Office of the District Attorney and Public Defender's Office, the Sheriff's Department, the Police Department and the offices of the Mayor's Criminal Justice Council. The department has even received a helping hand from Robert Alioto, Superintendent of Schools, who, when asked for unusable or surplus audio-visual equipment that could be used in training programs for probation officers, responded by offering equipment no longer reliable in the schools, but suitable for occasional Probation Department use.

Federal Law Enforcement Assistance Administration money, channeled through the Mayor's Criminal Justice Council, has funded several small studies and certain equipment that has been helpful in improving the department's operational efficiency. At this time the department is securing additional consultant help, obtained through the Mayor's Criminal Justice Council. Two consultants are studying the department's services to the Municipal Courts and the department's general operational structure. With this assistance, the department will reorganize services so that programs have a clear and distinct purpose. A current request for additional supervisory positions, in exchange for line positions, should offer sufficient supervisory personnel so that program control and accountability can be achieved.

In an effort to develop increased program efficiency, policies and procedures are being written and training programs developed toward individual competence in compliance with policies and in the performance of procedures.

The Civil Service Commission, through the offices of the General Manager, is moving quickly towards written and oral examinations which will enable the department's long-term temporary personnel to become members of the City's more permanent work force. Within the next fiscal year, the department should develop a stable personnel roster for the first time in many, many years.

A current effort to develop a reliable method of classifying clients according to their need for service/surveillance is now being developed. A component of the department's functional reorganization of programs will include the assignment

New Directions: A Department in Change (cont'd)

of personnel to work within specific geographic areas throughout the City; this should increase efficiency and enhance worker knowledge of his or her support community. Finally, the department's services to the courts are being examined in an effort to improve services and results.

The department should, in a span of years, become a source of strong community pride.

COMPARATIVE STATEMENT
Appropriations & Expenditures
Fiscal Year 1975-76

	<u>Appropriations</u>	<u>Expenditures</u>	<u>Under (Over)</u>
Permanent Salaries	\$1,649,564.00	1,421,347.66	228,216.34
Overtime	- -	- -	- -
Temporary Salaries	- -	- -	- -
Contractual Services	35,775.00	31,557.96	4,217.04
Contractual Services- Work Furlough	2,185.00	2,389.95	(204.94)
Maint. & Rep. Bldgs.- Work Furlough	1,750.00	1,500.00	250.00
Maint. & Rep. Auto Equipment	1,500.00	887.05	612.95
Volunteers-Local Share	1,483.00	1,483.00	- -
Pre-trial Diversion-Local Sh.	11,000.00	11,000.00	- -
Materials & Supplies	11,430.00	11,513.36	(83.36)
Materials & Supplies-WF	2,280.00	2,168.37	111.63
Equipment	- -	- -	- -
Equipment - Work Furlough	- -	- -	- -
Mandatory Fringe Benefits:			
Retirement Allowances	267,873.00	190,508.87	77,364.13
Social Security Tax	87,045.00	62,042.65	25,002.35
Health Service	33,803.00	22,481.52	11,321.48
Transfer to Controller-EDP	<u>17,629.00</u>	<u>15,930.00</u>	<u>1,699.00</u>
TOTAL	<u>\$2,123,317.00</u>	<u>1,774,810.39</u>	<u>348,506.61</u>

STATEMENT OF RECEIPTS AND EXPENDITURES
Fiscal Year 1975-76

APPROPRIATED \$2,123,317.00

EXPENDITURES AND ENCUMBRANCES:

Salaries - Permanent \$1,421,348.00

- Overtime - -

Contractual Services 33,947.91

Maintenance & Rep.-Bldgs. 1,500.00

Maint. & Rep.-Auto Equipment 887.05

Volunteers - Local Share 1,483.00

Pretrial Diversion-Local Share 11,000.00

Materials & Supplies 13,681.73

Equipment - -

Mandatory Fringe Benefits 275,033.04

EDP 15,930.00

1,774,810.39

UNEXPENDED BALANCE TO GENERAL FUND

\$ 348,506.61

FUNDS COLLECTED:

Family Support \$1,084,032.68

Service Charge 15,283.32 1,099,316.00

Restitution 244,585.99

Fines 265,325.71

Probation Costs 29,302.29

Work Furlough Collection 55,031.78

TOTAL FUNDS COLLECTED

\$1,693,561.77

COMPARATIVE STATEMENT
Actual Revenues vs. Estimated Revenues
Fiscal Year 1975-76

	<u>Estimated</u>	<u>Actual</u>	<u>Under (Over)</u>
Municipal Court Fines	\$165,000.00	205,787.92	(40,787.92)
Superior Court Fines	3,500.00	5,654.50	(2,154.50)
Probation Costs	70,000.00	29,302.29	40,697.71
Board and Room, Working Prisoners	75,000.00	55,031.78	19,968.22
Family Collection	<u>17,000.00</u>	<u>15,283.32</u>	<u>1,716.68</u>
TOTAL	<u>\$330,500.00</u>	<u>311,059.81</u>	<u>19,440.19</u>

